

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission HEARING DATE: January 25, 2010

FROM: Department of Community PREPARED BY: Stuart Moynihan
Development Associate Planner

TITLE

PC 10-01; 555 E. Butterfield Road (Comar Offices Planned Development): The petitioner requests the following actions on the property located within the 555 E. Butterfield Road O (Office) Planned Development:

1. Approval of a conditional use for a university (non-boarding); and
2. Site Plan Approval for minor changes to an approved planned development with the following deviations:
 - a. Pursuant to Section 155.502(C), a deviation from Section 153.503(B)(12)(a) of the Sign Ordinance to increase the maximum allowable area of a wall sign from one hundred (100) square feet to two hundred four (204) square feet; and
 - b. Pursuant to Section 155.502(C), a deviation from Section 153.503(B)(12)(b) of the Sign Ordinance to increase the maximum number of allowable wall signs from two (2) to three (3).

GENERAL INFORMATION

Petitioner: Olivet Nazarene University
One University Avenue
Bourbonnais, IL 60914-2345

Property Owner: Gus Danos
Comar Properties
1S660 Midwest Road
Oakbrook Terrace, IL 60181

PROPERTY INFORMATION

Existing Zoning: OPD – Office District Planned Development

Existing Land Use: Financial Institution and Office Building

Size of Property: Approximately 1.8 acres

Comprehensive Plan: Recommends Office

Surrounding Zoning and Land Use:

North: B3PD – Community Shopping District Planned Development; developed as Yorktown mall.

South: O – Office District; developed as office buildings.

East: OPD – Office District Planned Development; developed as TGI Friday's restaurant and office buildings.

West: O – Office District; developed as an office building.

ANALYSIS

SUBMITTALS

This report is based on the following documentation, which was filed with the Department of Community Development on December 22, 2009:

1. Petition for Public Hearing.
2. Narrative prepared by the petitioner.
3. Applicable Response to Standards for:
 - a. Conditional Uses
 - b. Variations
 - c. Planned Developments
 - d. Planned Development with Other Exceptions.
4. ALTA/ACSM Land Title Survey, prepared by Webster, McGrath, and Ahlberg, Ltd., dated May 16, 2007.
5. Interior improvements plan, prepared by Silva Architects, dated November 16, 2009.
6. Plans associated with the proposed sign, prepared by Vital Signs, dated November 15, 2009, revised December 16, 2009.

7. Letters from the owner of the subject property and the owner of a neighboring property regarding parking, dated December 16, 2009.

DESCRIPTION

The petitioner, Olivet Nazarene University (ONU), is proposing to occupy approximately six thousand (6,000) square feet on the third floor of the building located at 555 E. Butterfield Road. The building is currently occupied by offices and a financial institution, TCF Bank. ONU will construct classrooms and offices as well as other student and faculty areas within the space. The subject property is zoned OPD – Office District Planned Development which lists colleges or universities (non-boarding) as conditional uses.

As part of this request, the petitioner also proposes to install a two hundred and four (204) square foot wall sign on the south elevation which will be visible from I-88. Walls signs in the O-Office District are limited to a maximum of one hundred (100) square feet. As two TCF Bank wall signs are currently installed on the building, the proposed sign would make a total of three (3) wall signs. The Sign Ordinance limits a parcel to one wall sign per street frontage. As 555 E. Butterfield Road fronts on two streets, two wall signs are permitted.

In order to address the zoning issues with their proposal, ONU has requested a conditional use for a university (non-boarding) along with companion deviations to increase the maximum allowable size of a wall sign and the number of permitted wall signs.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

Private Engineering Services

The PES Division of Community Development has no comments on the above petition.

Public Works Engineering

Public Works Engineering has no comments regarding this request.

FIRE DEPARTMENT

The Fire Department has reviewed the petition and has no comments regarding the proposed occupancy and use. However, the Bureau of Fire Prevention conducted an annual fire inspection at 555 E Butterfield Road on October 23, 2009. A fire inspection report was generated listing several fire code violations throughout the building. To date, those code violations have not been

corrected. Prior to any new occupancy, all fire code violations and deficiencies shall be addressed.

BUILDING DIVISION

Upon review of the above referenced subject for conditional use for a university and increase in signage size, the Building Division has the following comments:

1. The interior build out of the third floor space will need to meet all current Village of Lombard building codes, fire codes and life safety codes. Egress capacities will have to be reviewed as to the maximum allowable student capacity to ensure proper occupancy egress widths. Architect prepared construction documents will need to be submitted for review and approvals.
2. As to the allowable number of signs and allowable square footage of the signs, the Building Division has no comments at this time.

PLANNING

Zoning History

The zoning history on the subject property includes a 2009 Plan Commission case, PC 09-22. The property owner proposed to replace a freestanding sign with a new sign in the same location. As the sign did not meet the Sign Ordinance requirements for the size and height of a freestanding sign, associated deviations were required. As Section 155.503(F)(3) of the Zoning Ordinance requires that a planned development be established with any variation request on a property which is zoned O – Office District and meets the minimum requirements for lot area and frontage, a planned development was established as part of this request. Staff determined that with the exemption of the deviations for the freestanding sign all other non-conforming situations on the subject property would remain non-conforming, without additional zoning relief.

Compliance with the Zoning Ordinance

Conditional Use

The petitioner has submitted a narrative describing their proposed use. The facility will house Olivet Nazarene University's School of Graduate and Continuing Studies. This program focuses on the continuing education of adult students. Specifically, ONU plans to provide undergraduate and graduate programs in business, education, and nursing.

ONU proposes to conduct classes Monday through Thursday beginning at 6 p.m. with the possibility of occasional Saturday classes. The property owner has indicated that the office uses in the building are normally closed before 6 p.m. TCF Bank’s website shows business hours of 8 a.m. to 7 p.m. Monday through Friday and 8 a.m. to 4 p.m. on Saturday.

The petitioner has stated that at maximum capacity the university will accommodate eighty-eight (88) students and three (3) faculty members for evening classes. They have also represented that up to eight (8) staff members could be present before 6 p.m. ONU does have another facility in Rolling Meadows, Illinois which serves a similar function to the proposed use. The petitioner states that this facility experiences a maximum of fifty-six percent (56%) occupancy at any one time. If circumstances are similar at 555 E. Butterfield Road, a maximum of fifty-one (51) individuals would be present at any one time.

The proposed improvements associated with this petition include one wall sign and a six thousand (6,000) square foot interior build-out on the third floor of 555 E. Butterfield Road. The interior build-out will consist of three classrooms, a student lounge, study and meeting areas, and staff offices.

Parking

The subject property is currently non-conforming with regard to parking. The site has one hundred and three (103) parking spaces where one hundred and eighteen (118) are required. As shown below, the required number of parking spaces will be unchanged by this proposal. Therefore, a parking variation is not required because the proposed new use will not be increasing the degree of nonconformity.

	Office Square Footage	University Square Footage	Required Parking Spaces for Office*	Required Parking Spaces for University**	Total Required Parking Spaces
Existing Conditions	29,600	0	118.4	0	118
As Proposed	23,600	6,000	94.4	23.5	118

* Parking requirement for office space is 4 spaces per 1,000 square feet.

** Parking requirement for universities is 1 space per 4 students at maximum capacity and 1 space per 2 employees

Although a parking variation is not needed, staff feels that a parking review is necessary as the use of the parking areas on the subject property could be affected. While the petitioner’s approximations indicate that they expect no more than fifty-one (51) individuals at the university at any one time, it is possible that as many as ninety-one (91) individuals could be present at

maximum occupancy. While staff recognizes that this is an unlikely scenario, staff does expect that each student will drive their own vehicles to the subject property.

The petitioner has indicated that nearly all of the parking demand caused by the university will occur after 6 p.m. on weekdays. They state that the office uses within the building are closed by this time and that the bank closes by 7 p.m. Staff has visited the site on two occasions between 6 p.m. and 6:30 p.m. Both times fewer than ten (10) cars were parked on the property. It is staff's opinion that there is unlikely to be a conflict due to the university's parking demand as long as these circumstances continue and the students arrive after 6 p.m. As such, staff recommends that a condition be added that restricts classes before 6 p.m. Monday through Friday.

Staff notes that the petitioner has provided documentation as part of this case that the owner of the property to the east, 611 E. Butterfield Road, would be willing to enter into a month-to-month lease to provide additional parking for the university, if necessary. However, as the owner of 611 E. Butterfield Road has indicated, the lease would no longer be applicable should the property be redeveloped. While this documentation is encouraging, the Zoning Ordinance only recognizes long-term leases for off-site parking. In this case, staff does not believe such a lease is necessary.

Compliance with the Sign Ordinance

The petitioner is proposing to install a two hundred and four (204) square foot wall sign on the south elevation of the building. This sign is intended to advertise to I-88. In order to accommodate this sign, an existing COMAR sign will be removed from the south elevation of the building. The existing COMAR sign is approximately sixty-two (62) square feet in area. The Sign Ordinance limits wall signs in the O-Office District to a maximum of one hundred (100) square feet. Therefore, the petitioner is requesting a deviation to increase the maximum allowable size of a wall sign.

In addition to the COMAR wall sign, two TCF Bank wall signs are currently installed on the building. One of these is on the east elevation, the other on the west. The proposed sign would make a total of three (3) wall signs. The Sign Ordinance limits parcels in the O-Office District to one wall sign per street frontage. As 555 E. Butterfield Road fronts on two streets, two wall signs are permitted. Therefore, the petitioner is requesting a deviation to increase the maximum allowable number of wall signs.



West and south elevations.

As a planned development was established on the subject property, Section 155.504(C) of the Zoning Ordinance (Minor Changes with Deviations to the Sign Ordinance) allows that the requested signage relief can be approved through Site Plan Approval.

It is staff's opinion that the request to display a third wall sign on the south elevation of the building will not be damaging to the quality of the planned development or harmful to any adjacent properties. As the sign will be directed at I-88, it is unlikely to affect the Butterfield Road corridor in any way. Staff's concerns about excessive signage on the building are alleviated by the property owner's proposal to remove the existing COMAR wall sign.

The proposed size of the ONU wall sign is more than double the maximum size permitted by the Sign Ordinance. The petitioner has expressed that the request is due to the large size of the university's name, "Olivet Nazarene University." The petitioner also states that the two hundred and four (204) square foot size is necessary for the size to be visible from I-88. The letters of the proposed sign are three feet (3') in height while the letters of the COMAR sign are 3.4' in height. Staff has consulted Street Graphics and the Law, Revised Edition 1988. This book provides analysis on the appropriate signage size for advertising to vehicles at certain speeds and distances. The book explains that in order to respond to a graphic while traveling at 55 mph the driver will need to be able to see it from one thousand fifty-six feet (1056') away. This corresponds to a sign which is two hundred (200) square feet in area. Therefore, the analysis provided in Street Graphics and the Law would indicate that the proposed wall sign is an appropriate size.



South elevation.

The petitioner has expressed some concern about the future redevelopment of the property to south, 2801-2821 S. Fairfield Avenue, being developed with a large building that would block views of the proposed sign. The petitioner would like to have the option of moving the sign to the north elevation facing Butterfield Road should this occur. Staff recommends that any changes to the location of the proposed sign proceed through the Site Plan Approval process.

Compatibility with the Comprehensive Plan

The Comprehensive Plan recommends office uses at this location. The primary use of this building will remain offices and a financial institution as the university will occupy

approximately one-fifth of the building. It is staff's opinion that the proposed university provide a compatible user where there is currently a vacancy.

The Comprehensive Plan suggests several policies that should be used to guide improvement to commercial developments. One of those policies is ensuring the highest quality of design, including signage. If the comments and conditions noted in this report are incorporated into the petitioner's final plans, this development will meet the recommendations of the Comprehensive Plan.

Compatibility with Surrounding Land Uses

The site is surrounded by other office uses, a restaurant to the east, and commercial uses to the north. The university is unlikely to negatively impact surrounding land uses as they are of a similar nature in that they draw the patrons and employees to the area.

FINDINGS AND RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards required by the Lombard Zoning Ordinance and the Sign Ordinance, subject to conditions of approval. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending **approval** of this petition, subject to the attached conditions:

Based on the submitted petition and the testimony presented, the proposed conditional use and deviations **do comply** with the standards required by the Lombard Zoning and Sign Ordinances; and, therefore, I move that the Plan Commission adopt the findings included within the Inter-department Group Report as the findings of the Lombard Plan Commission, and recommend to the Corporate Authorities **approval** PC 10-01, subject to the following conditions:

1. Olivet Nazarene University shall not begin classes prior to 6 p.m. on Monday through Friday.
2. Olivet Nazarene University shall be limited to a maximum enrollment of eighty-eight (88) students. Should they wish to increase enrollment, the university shall seek a conditional use amendment and a parking variation along with any other necessary zoning relief. Consideration of the requested relief shall be subject to review by the Village as part of a public hearing petition.

3. The proposed sign shall be installed on the south elevation in accordance with the plans prepared by Vital Signs, dated November 16, 2009, revised December 16, 2009 and made a part of this petition.
4. Any future proposal to move the proposed wall sign by the petitioner or property owner shall be subject to future Site Plan Approval petition to the Village.
5. The existing COMAR sign on the south elevation of the building shall be removed.
6. The property owner shall submit a Plat of Resubdivision to establish a Lot of Record on the subject property.
7. Prior to the issuance of a Certificate of Occupancy/Zoning Certificate for Olivet Nazarene University, all fire code violations and deficiencies shall be addressed.
8. As part of the approval, the petitioner shall also address the comments included within the IDRC Report.

Inter-Departmental Review Group Report Approved By:

William J. Heniff, AICP
Director of Community Development

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c: Petitioner

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